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ABSTRACT

This draft statement outlines the issues to be discussed at a series of invitational conferences to consider policies and proposals regarding youth education and employment in New York State. It consists of three sections. In section 1 a general description of the problem of youth unemployment is provided. Section 2 examines a framework for action in three basic areas of state policy: creation of more jobs available to youth; acquisition of skills needed to find and hold a job; and provision of support services needed by youth to accomplish their transition to adulthood. Included among the specific program alternatives, improvements, and innovations set forth in section 3 are proposals pertaining to the following topics: (1) job creation (programs to provide business skills, youth enterprises, internships, cooperative education programs, youth service corps); (2) employability skills (basic skill training for in- and out-of-school youth, dropout prevention programs, career education, cultural education); (3) support and transition services (multi-service centers, in-school employment programs, coordinated career and education counseling, summer vocational exploration programs, expanded child care services, referral services); and (4) coordination of youth education and employment programs (an interagency youth education and employment task force, regional advisory councils). (MN)

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YOUTH EDUCATION AND EMPLOYMENT, A COMPREHENSIVE APPROACH

Draft Statement for Review at the
Regents Conferences on Youth Education and Employment

New York City
Long Island
Syracuse
Rochester
Buffalo
Albany

October - December, 1981

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Preface

The presence of unemployed youth in large numbers in the urban and rural areas of our State is one of the greatest social issues facing New York State. Youth in general bear a disproportionate share of the burden of unemployment in our society; however, youth residing in rural areas, minority youth in our cities, dropouts and women are even more likely to bear the brunt of the unemployment problem. There are severe immediate economic consequences of this situation, manifested in rising costs in the criminal justice and social service systems, and hidden costs of the underground economy. In the long run, plans for restoring the vitality of New York State's economy cannot succeed unless the problem of youth unemployment is significantly improved.

In June 1980, recognizing massive youth unemployment as a symptom of a serious dislocation in the transition of our youth to adulthood, the New York State Education Department established a Youth Education and Employment Policy Task Force. The Task Force was charged with studying the causes of youth unemployment, the related problems youth experience as they move from school to work, and how educational institutions under the supervision of the Regents could more effectively prepare employable youth and assist in the school-to-work transition.

Problems of youth unemployment extend beyond the schools to other activities of government, to social agencies and community organizations, and to the private business sector. The Department has participated during 1981 in an Interagency Task Force coordinated by the Governor's Economic Affairs Cabinet. The Task Force is developing proposals for strengthening existing programs and for implementing new initiatives in a number of areas crucial to economic revitalization, including youth unemployment.

To further these processes, Commissioner of Education Gordon Ambach proposed to the Board of Regents a series of special invitational conferences to be held in the Fall of 1981, to consider policies and proposals regarding youth education and employment, and to develop detailed recommendations to address this vital issue.

This paper contains, in section I, a general description of the problem of youth unemployment. Section II provides a framework for action on three basic areas of State policy: the creation of more jobs available to youth; the acquisition of skills needed to find and hold a job; and the provision of support services needed by youth to accomplish their transition to adulthood. Section III lists a number of specific program alternatives for attacking the problem, improvements of existing programs, and new departures. Costs and further detailed data that define each initiative are contained in an Appendix that will be available at each conference. The initiatives follow the framework for action outlined in section II: job creation, employability skills, and support services. Special recommendations to improve the overall coordination of the delivery system are also included.

Conference participants will have an opportunity to comment, review, criticize and make recommendations during the conference. All information gathered from participants will be taken into account as the Regents and other agencies review this subject. A conference report describing proceedings will be published and made available to participants soon after the last conference is held. A major policy statement of the Regents on youth employment is scheduled for consideration and adoption early in 1982.

YOUTH EDUCATION AND EMPLOYMENT, A COMPREHENSIVE APPROACH

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I. DIAGNOSIS OF THE PROBLEM

Numerous young people are failing to make the transition to successful adult roles and are in danger of estrangement from our society. The personal loss is incalculable, eventually affecting individual, spouse and children. The costs to society are great whenever a young person fails to assume a stable role. Taxes are lost. Unemployment increases. Social structures are weakened. The magnitude of these costs can be illustrated by the following comparison: Twelve years of public education costs approximately $30,000. An employed high school graduate who earns $10,000 per year will pay back that $30,000 in Federal, State and local taxes in the first twelve years after graduation. The dropout who quits school in the tenth grade, who fails to secure stable employment and eventually requires public assistance could cost society many times that in lost taxes, welfare and other social expenses within the first twelve years after dropping out.

Not all youth who fail to make the transition to adulthood end up in prison or in trouble with the law where the social and human cost is greatest. However, society does pay in some way for each youth who fails to assume a stable adult role. There are many different roles that youth can assume, but employment is the single most important way in which society is repaid and strengthened for its investment in their education. The school assumes much of the responsiblity for preparing youth for employment. It is important to society that every child -- regardless of social, economic, racial or ethnic background -- will successfully complete the prescribed years of schooling and be prepared and motivated for employment or for continued study in an institution of postsecondary education.

For the vast majority of young people, the educational system works well. Thousands graduate from high school and move on to jobs, service in the military, higher education, or other forms of involvement in society that signify a successful transition to adulthood. Large numbers of youth in New York State, however, are either not making this transition or making it only with great difficulty. One indication of this problem is the large number of youth officially classified as unemployed. Equally disturbing is the number of youth who are not productively occupied -- neither employed, seeking work, in school, in housekeeping nor in the armed forces.

Dimensions of the problem

It is difficult to know the precise magnitude of the youth unemployment problem. However, it is estimated that over 400,000 young people are either unemployed or idle. The jobless rate for minority, inner city and rural youth is often many fold that for the population as a whole.

Approximately 2.9 million youth between the ages of 16 and 24 reside in New York State. Of this total, 80,000 are serving in the armed forces and approximately 14,000 are in correctional facilities, juvenile detention centers or other state and private institutions (1).

Of the total New York State youth population aged 16 to 24: 50 percent are employed, 25 percent are in school, 6.3 percent are involved in housekeeping, 2.7 percent are serving in the armed services and 8.6 percent are officially unemployed. (See Figure I.)

Total population percentages and calculations belie a broader impact when compared to national labor statistics which, in calculating unemployment data, express unemployment as a percentage of the labor force rather than of the total population. (The labor force is composed of those individuals who are employed or who are available for and seeking employment). Using the same method of calculation as used for adults, a more accurate indication of the youth unemployment problem emerges: 14.5 percent of youth aged 16 to 24 who are in the labor force are unemployed, that is actively seeking employment but unable to find it. Because the labor force for 16-24 year olds consists of 1.7 million youth, this means that there are 251,000 officially unemployed. In addition youth not in the labor force total 1.2 million of which 16.1 percent or 194,000 are idle. "Idle" youth are neither working, in school, involved in housekeeping duties, in the armed forces, institutionalized, nor homebound. These two categories the "idle" and the unemployed, total 445,000 youth, a figure equivalent to 25.7 percent of the youth labor force, or 15.2 percent of the total youth population age 16 to 24 years. (See Figure II.)

Impact of youth unemployment

The inequity of the impact of unemployment on certain segments of the population is evident from the following statistics. While according to the U.S. Bureau of Labor statistics, the unemployment rate in 1979 for youth ages 16-24 was 14.5 percent, the unemployment rate for the 25-64 age group was 5.1 percent. The fact that unemployment rates decline with age has led to the suggestion that youth unemployment is a transitory problem without long term consequences. However, recent studies show that prolonged periods of unemployment for youth have a marked negative impact on future earnings particularly for minority youth (2). Further the employment bias against youth is documented by research which indicates that employers prefer not to hire youth under 20 for full-time jobs with opportunities for advancement (3).

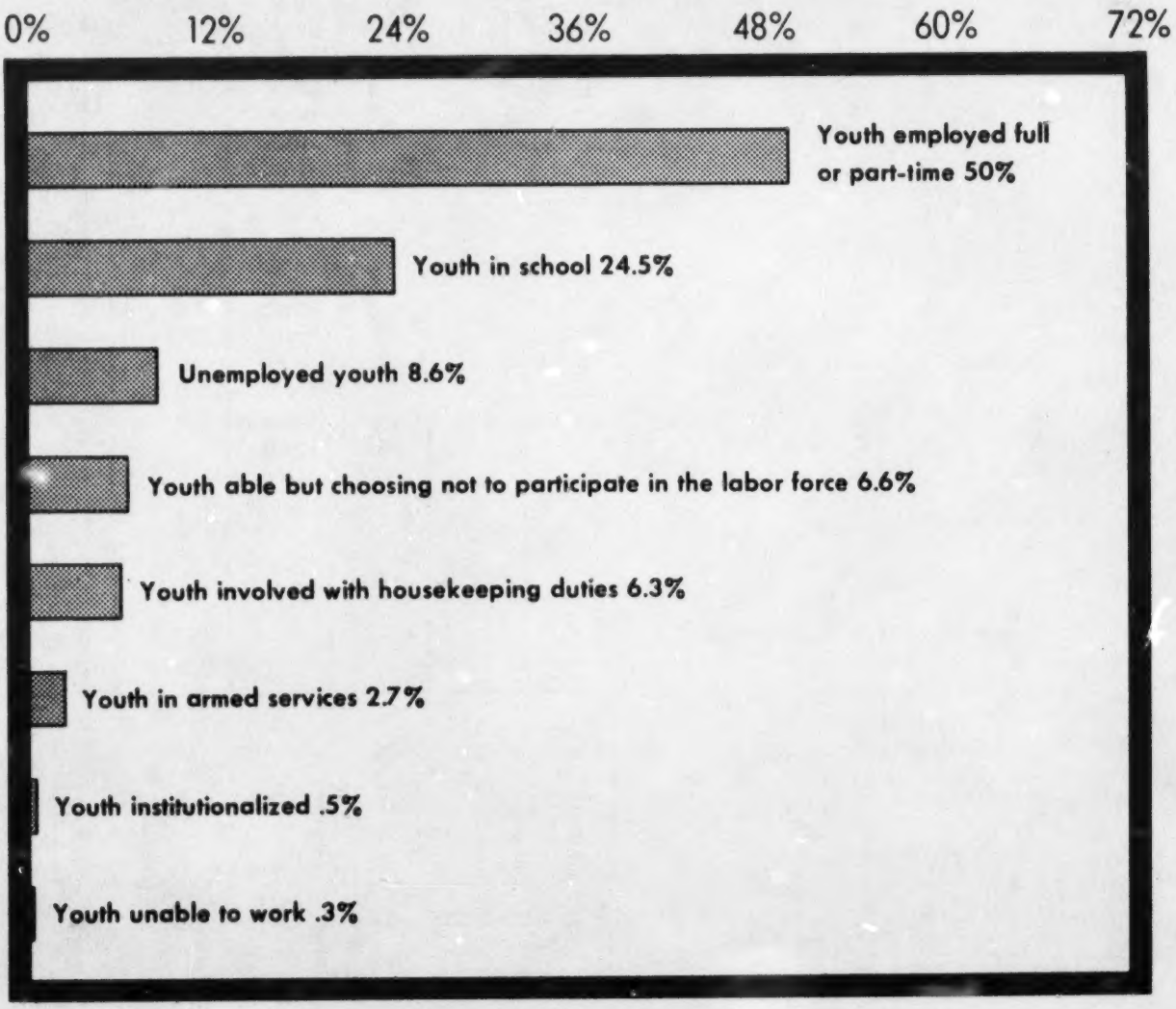
The highest rates of youth unemployment occur in the inner cities and in rural areas. They have the greatest impact on 16-19 year old age group. The unemployment rate in all New York City boroughs consistently hovers at or above 30 percent for this group. The rate in the inner portion of all major cities throughout the State is close to 40 percent, while many isolated rural areas in New York State have unemployment rates which are as high as 30 percent for 16-19 year olds. This data suggests that, regardless of the distribution of jobs statewide, youth living in New York's inner cities as well as in the State's rural areas are finding it increasingly difficult "to get to where the jobs are."

Unemployment rates for members of racial and ethnic minorities are significantly higher than unemployment rates for whites. In 1979, whites aged 16 to 64 in New York State experienced an unemployment rate of 6.4 percent while the rate for non-whites was 11.6 percent. Minority youth are also disadvantaged relative to whites in the youngest age group. The unemployment rate for white youth aged 16-19 was 18 percent whereas the non-white unemployment rate for this age group was 41 percent.

Data suggests the characteristics that limit the employment prospects of people: youth, residence in an urban center or isolated rural area, and being a member of a racial or ethnic minority. These characteristics follow adult unemployment patterns, but are more severe in intensity. In 1979, the statewide unemployment rate for adult workers 25-64 was 5.1 percent; for young workers the rate was 14.5 percent. The jobless rate for New York City youth 16-19 was 30 percent; and for New York City

Figure I

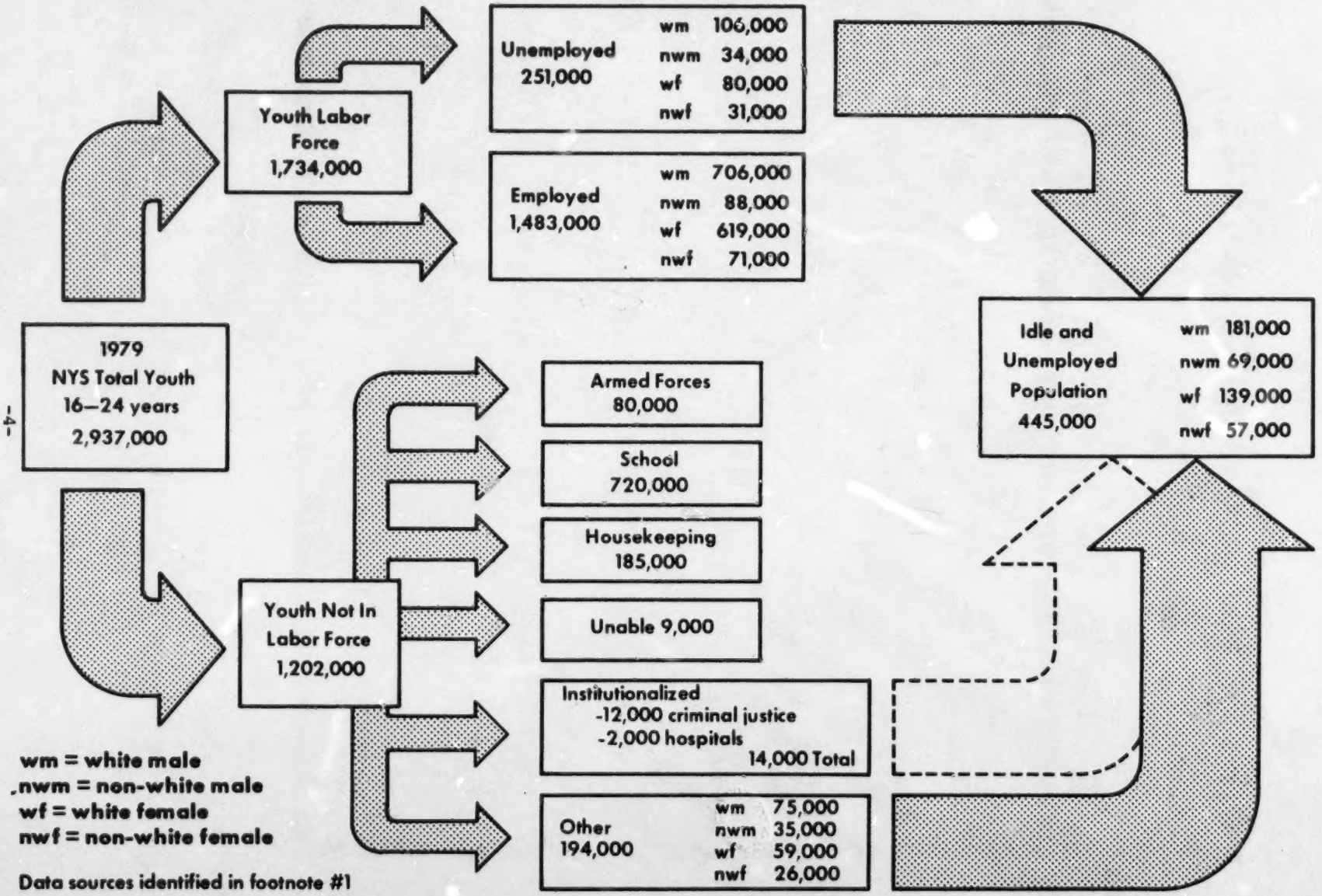
Activity Chart of New York State Youth Ages 16 to 24 as Percent of Total Youth Population, 1979



Sources for data included Bureau of Labor Statistics, Department of Defence Manpower Data Center, N.Y.S. Department of Corrections, N.Y.S. Department of Mental Health, N.Y.S. Education Department.

Figure II

Numbers of youth population in labor force and non-labor force categories by sex and ethnicity



wm = white male
nwm = non-white male
wf = white female
nwf = non-white female

Data sources identified in footnote #1

nonwhite youth the figure was almost 42 percent, eight times greater than the adult Statewide average, and more than three times the figures for nonwhite adults.

Causes of youth unemployment

Attempts at understanding the underlying causes of youth unemployment have frequently revolved around the broad issue of whether youth joblessness is due to supply or demand factors. The demand and supply viewpoints while offering different perspectives on the youth labor problem are not mutually exclusive and in fact portray differenct aspects of the youth problem.

Research suggests that youth unemployment is basically the result of demand factors, i.e., the failure of the economy to extend sufficiently to absorb youth into the labor force; the changing demands of a post-industrial labor market which is service-oriented, technical and white-collar; and the existing imbalance between the location and types of available employment and the location and qualifications of youth (4). Discrimination on the basis of age, race, ethnicity and sex, and rapid growth in the number of older women and undocumented alien workers competing with youth for jobs are additional demand factors which are frequently related to youth joblessness. In rural areas demand factors, especially the failure of the economy to expand, is a primary factor in explaining youth joblessness.

Analysis of supply factors focuses on the employability skills of individuals: lack of educational competencies, poor motivation, inadequate labor market information, lack of credible work experience or training. Traditionally these concerns have been the responsiblity of schools. But the student's motivation and opportunity to succeed in school is hindered by the deteriorating conditions that exist in our inner cities, i.e., increasing crime rates and the public fear of violence, decline in the quality of public services, movement of jobs out of the inner-city to suburban locations and the flight of whites and middle-class blacks from the inner-city public school system. The schools have not developed a system-wide approach for relating to this student population.

Although demand forces are the major determinant of youth unemployment, problems regarding youth employability are also an important component of youth joblessness. For instance, demand for workers with certain kinds of expertise will affect the supply of such workers, and the supply of workers with certain kinds of training can affect decisions of potential employers about where to establish factories or other businesses. The number of jobs available to young people must be increased as well as their employability so they may obtain, hold and advance in jobs. Solving the youth employment problem requires addressing both demand and supply factors, since they are complementary in their effects. Any solution will require a comprehensive State economic strategy comprising educational and employment factors as inseparable components.

New York State Economy

Both efforts to stimulate the economy and efforts to train people for future jobs must take into consideration the transformation which the economy is undergoing as a result of technological changes and the increased importance of world trade. This transformation will dramatically increase the need for educated and trained people to work in jobs that will be quite different from those of today. The transformation that both our economy and the larger society is undergoing has come to be called the "Technological Revolution," and is qualitatively different from the "Industrial Revolution" and the "Agricultural Revolution" that preceded it. We are moving from

economic growth based on processing materials --mining, agriculture, construction, and manufacturing -- to economic growth based upon processing information.

As the national economy is undergoing transformation, so is the economy of New York State. The New York State Department of Labor projects that from 1974 to 1985 there will be a 6 percent decrease in the number of people employed in goods-related industries. During this period, service-related employment will continue to increase and by 1985 will account for 75 percent of all jobs in the State. The types of service-oriented jobs experiencing growth increasingly require more than a high school diploma as a minimum entrance requirement.

The loss of manufacturing jobs in the State has continued uninterrupted since the late 1960's. Between 1970 and 1975, New York State lost over 300,000 jobs. Almost all of those jobs were in the manufacturing sector. For the period January 1973 to January 1978, jobs in the private sector in New York State decreased by 210,000. Current estimates are that the New York City area will lose an additional [illegible],000 jobs, over the next decade. The decline in manufacturing jobs, which traditionally were available to high school dropouts, further constricts the already limited job opportunities for these youth.

As manufacturing becomes less important, jobs in the secondary labor market -- which are defined by their low skills, low wages, high job turnover rate and high sensitivity to overall economic conditions -- will become more difficult to find. Primary labor market positions -- in which each subsequent advancement increases skill level, wages, experience and job contacts -- will become more prevalent. Changes in the economy will require that the education and training system produce workers both with a higher level of skills than previously and with the ability to make career changes as the need arises. Those who lack basic competency in fundamental skills of communication, comprehension and computation will be at a disadvantage in a labor market in which information, technology, and the delivery of specialized services are of central importance, and in which renewed education and retraining will be necessary at several points in almost every person's career to adjust to changes in job opportunities and requirements. Deficiencies in these fundamental skills will equally limit people in many other areas of life.

Many youth have not been adequately prepared for entry into the modern job market. Youth unemployment is higher in those areas where the high school dropout rates have also been highest. Many young people, both those who have dropped out and those who have completed high school, lack the basic skills and general educational development, as well as specific job skills, to compete successfully in an increasing specialized, high skill, high technology economy.

A trained workforce with high level skills will become a critical factor in determining the strength of both the state and national economies. Education and training programs should not be treated as social programs with only a tenuous connection to economic development. Equity as well as productivity requires programs that also have a strong efficiency or supply-side base.

Unemployed and idle youth do not contribute to the economic welfare of the state. To the extent that these young people are not economically self-sufficient, they are a drain on society's resources through their reliance on public assistance or their involvement in the underground economy. Youth education and training programs must be an integral part of any coordinated effort to strengthen the State's economy.

Role of the schools

National research concerning the effects of education on employment indicates that education increases employment stability and earnings and partially offsets the effects of family background and socio-economic status. Four years of high school are associated with a 40 percent increase in earnings among men with the same amount of experience, while four years of college are associated with a 49 percent earnings advantage. At the high school level, the key ways in which a diploma pays off are by increasing employment stability and enhancing access to the labor market. This information indicates that educational attainment is an important determinant of future earnings and employment prospects.

Unfortunately educational attainment like employment is not equally distributed by race. A follow-through of the ninth grade New York State public school cohort for 1976-1977 showed that 77 percent of white youth graduated while only 47 percent of black youth and 35 percent of Hispanic youth received their diplomas. In New York City, these rates are compounded by the combined effect of the dropout rate and migration of students. Unofficial data suggest that as few as 25 to 30 percent of black and Hispanic youth may actually complete high school. Of those students who do graduate, blacks and Hispanics are more likely to enter college than whites but less likely to eventually obtain their degree. This examination of attainment data suggests that the educational system, particularly high schools, are selectively failing to serve a section of youth, disproportionately minority and disadvantaged youth. A review of dropout data supports this position.

In the academic year 1978-1979 more than 71,000 young people statewide, including over 42,000 from New York City, dropped out of public high schools. This is 6.8 percent statewide and in New York City 12.6 percent, of the student population enrolled in grades 9 through 12 for 1978-79. Viewed over a four year period without considering the effects of migration, these dropout rates show that 26 percent of the State's and 48 percent of New York City's public high school sophomores never graduate. Whether viewed annually or cumulatively, the New York City dropout problem is twice as severe as the dropout problem statewide.

The schools are failing to serve not only those students who drop out but also many who remain in school but are not taught skills requisite to obtaining and keeping a job. These students leave school unable to read, write and compute at basic levels of proficiency. Employers find that youth have not had opportunities to develop task readiness and coping skills. These skills include self management, punctuality, neatness, ability to deal with aggression under different circumstances, skill in interpersonal relations, ability to select, organize and interpret information and the ability to integrate these skills.

As a group, employers tend to think poorly of the performance of schools and colleges in preparing young people for work. Of those employers who expressed an opinion in a recent survey, 47 percent thought school performance only adequate or fair in their work preparation role, and 41 percent characterized this performance as poor or inadequate. When questioned as to the subjects or skills in which school preparation is deficient, only one employer in seven mentioned a specific skill, or a skill limited to a particular job. By far the most common area of neglect or deficiency mentioned was general skills which are applicable to a number of jobs or tasks, and are best identified in an industrial economy by basic literacy, communication, and task readiness skills. More than half of the employers queried felt that young people were insufficiently prepared in language skills, specifically English communication, reading

and writing. In addition to language skills mathematics was mentioned by 24 percent of employers as being an area of deficiency. Non-skill aspects of work readiness were mentioned by 18 percent of employers. Heading this category of deficiencies was what some employers called "an understanding of work place realities" ranging from ignorance of working conditions to standards of behavior and faulty attitudes toward work, discipline and accomplishment (5).

Youth and the community

Schools have failed to provide a large number of students with meaningful education. However, schools do not function in isolation but reflect the problems of communities in which they are found. The adequate or inadequate performance of any school must be viewed as an interplay of variables relating to resources, people and environment.

The problems of youth unemployment, undereducation and alienation cannot be successfully addressed separately from adult unemployment, undereducation and alienation. The values which support a person in sustained employment are, to a great extent, transmitted through family and neighborhood. In an area where the neighborhood economic system may be based on crime, drugs, prostitution and welfare, employing youth without regards to the needs of their parents may further undermine a tenuous social fabric that needs strengthening and support. Attitudes and opportunities must be adjusted intergenerationally for programs to have any real effect.

An intergenerational approach to the problem of unemployment may be to upgrade skills of adults presently working in lower level jobs to fill the more demanding positions, thereby creating entry level opportunities for the young in the same neighborhood.

A intergenerational approach to preparing in-school youth for employment requires a better relationship between community and school. Schools tend to respond to levels of parents expectation. When there is no vehicle to convey expectation, instructional performance falls off. In disadvantaged neighborhoods usually there is a broad gulf between school and community. Parental expectation is not communicated to teachers. Community education, which builds bridges between teachers and parents as well as between community and schools is required to help schools join with other institutions in providing services to youth and adults. It could also be used to establish the link among schools, business and industry, labor, government, and social service agencies.

The delivery system

Society has not been unmindful of the problem of unemployed youth. A host of programs have been initiated and implemented at state and federal levels which address the employment and training needs of youth in transition to adulthood. However, these programs have been so fragmented that they have created an additional problem: the need to develop a comprehensive and well coordinated service delivery system.

Many resources are available for youth who need help to get ready for and find employment. Yet the fragmented delivery system makes it difficult for youth to avail themselves of those resources. For example, many different agencies recruit, evaluate and refer youth in need of jobs or training. Education agencies, the Job

Service, the CETA system, Social Service agencies and Educational Information Centers are all potential points of contact for the individual seeking to enter the employment and training system. Although a wide range of programs is a potential advantage, the programs offered must be adequately designed and delivered to meet the present as well as the projected needs of employers.

Those who have most felt the impact of this disarticulated system are youth at the bottom of the labor ladder. The failure of the system has hurt disadvantaged youth the most.

There is a perceived need to develop a coordinated delivery system to meet the education and employment needs of youth. As the amount of public funds available for education and employment and training programs decreases, duplication or overlaps must be eliminated. New York State must develop a comprehensive strategy for coordinating the efforts of various employment, education and training agencies via a comprehensive delivery system.

II. FRAMEWORK FOR ACTION

A comprehensive response to youth unemployment requires job development as well as education and skill training for job entry. Just as policy in postsecondary education is evolving toward a system of access for whomever aspires to and is capable of achievement, so too a youth education and employment policy should lead to the financing and coordination of resources for youth employment so that every young person who wants to work acquires certain prerequisites -- basic cognitive skills, task readiness skills, appropriate job-related training, information about career choices, and assistance in the search for a job. Coordinated state, local and Federal efforts are vital to a successful policy integrating efforts of all organizations with concurrent responsibilities in assuring youth education and employment.

Individual programs separately developed and administered by agencies will not solve the problem. A comprehensive strategy must be developed to affect all factors that shape the operation of the labor market: the tax structure, income transfers such as welfare and unemployment insurance; support services such as transportation and child care; apprenticeship and vocational education; primary, secondary, and higher education programs; the employment service; manpower programs; and other public and private training and work experience programs. These programs are neither separate nor separable in their influence on the labor market and, hence, on youth employment.

The framework for integrating all these approaches is based on the realization that a three-pronged simultaneous approach is required. Action is needed which would: increase the number of jobs available to youth, develop youth's employability skills, and improve support and transition services to bring youth into contact with jobs and programs. Action is also required to improve the coordination of the delivery system and thereby increase the probability of success of proposals to increase the number of jobs, to improve youth's employability and to provide support and transition services to youth.

Increase the number of jobs

One of the causes of youth employment is the general shortage of jobs that affects the entire work force. Increasing total job opportunities is the most obvious way of increasing the number of jobs for youth. If there is no increase in the number of jobs or there is an increase but young people do not share in it, youth remain unaffected. Therefore, even in a healthy economy, there probably will be a shortage of jobs for youth, and special measures will be needed to promote youth participation in the economy.

The promotion of economic growth will increase employment for all sectors of the population and will thereby benefit youth, both directly by making more jobs available to them and indirectly by increasing the State's economic potential for the funding of services for youth. Concerted efforts should be devoted to developing and implementing short-term training programs to meet the needs of business and industry for specialized training necessary for the increase of investments.

Economic growth by itself probably will not be sufficient to provide adequate numbers of jobs for youth. Special measures will be needed to target jobs specifically for youth and to promote their access to such jobs. Private corporations should be encouraged to participate in the traditional education, training and employment process thus providing links between education and business and industry.

Youth are not immune to discrimination in the job market. In addition to their age, young people often find barriers to obtaining a job that are not related to their abilities, but rather to their race, sex or handicapping conditions. The removal of barriers to employment should be promoted by the use of incentives to employers rather than by mandates.

Develop youth employability skills

Employment and civic responsibility require a solid foundation in basic language and computational skills, as well as technical skills specifically targeted to given tasks and occupations. All persons must have a realistic opportunity to acquire and to further develop these skills. Even in the era of job shortages, there are unfilled jobs that are not open to youth because they lack appropriate skills. Youth employability must be increased by making education a sound preparation for the world of work. School work, a structured work experience and community activities should share complementary roles in preparing young people for adult roles and in motivating them to acquire basic academic and vocational skills. In addition to the mastery of basic skills, youth should have the opportunity to develop task readiness skills and become more involved in structured work experiences that are part of a broader educational program designed to improve employability as well as ensure preparation in basic skills.

Improve support services

All youth may need some assistance in the transition from school to work. This period is particularly difficult for minorities, the poor, dropouts, women and handicapped segments of the youth population. Schools should ensure that youth are familiarized with the world of work and with methods for taking advantage of potential job opportunities. Schools play a crucial role in bridging the gap between education and getting a job. Policies should place special emphasis on helping youth with special needs become more aware of a wider range of job possibilities. Outreach, placement and transition support services are crucial to assist those most in need to gain access to programs and jobs in a realistic manner.

Coordination of youth programs

The above-mentioned approaches to ameliorating youth education and employment problems require the provision of coordination mechanisms to improve the delivery system, to articulate actions by local and State agencies, and to provide a framework for planning and policy development. There is urgent need for enabling mechanisms to promote and bring together in a coherent manner the multitude of initiatives required to make a dent in the massive youth unemployment problem facing the State during the 1980's.

III. PROGRAM ALTERNATIVES

Specific initiatives are proposed to address the needs of disadvantaged, unemployed youth in the three complementary areas described in section II: job creation, employability skills and support services. Specific proposal are also advanced to develop a coherent and comprehensive approach to youth unemployment so that initiatives in each of the three areas are maximally effective.

Proposals to **create jobs** for youth include the following:

- Programs to Meet Specific Skill Training Needs of Business
- Youth Enterprises
- Internship Program for Youth
- Youth Service Corps
- Expansion of Cooperative Education Programs
- Futuring of Occupational Education Curriculum

Initiatives concerning **employability skills** address the needs of both in-school and out-of-school youth:

- Increase Funding for Basic Skill Training for Adults and Out-of-School Youth
- Improvement in Basic Skills for In-School Youth
- Programs to Reduce the Number of Dropouts
- Career Education for In-School Youth
- Educational and Career Services for Institutionalized Youth
- Quality Control of Programs Offered by Private Agencies and Organizations
- Cultural Education Programs to Meet the Needs of Unemployed Youth

Proposals to improve **support and transition services** for all youth, but especially for disadvantaged youth, include the following:

- Multi-Service Centers for Youth
- Provision of Funding for School to Employment Programs
- Improved Labor Market Information Base
- Coordination and Improvement of Career and Education Counseling and Intake and Assessment Processes
- Expansion of Summer Vocational Exploration Program
- Improved Health Service Delivery for In-School Youth
- Coordination and Expansion of Child Care Services
- Referral of Welfare Recipients to Vocational Rehabilitation Services
- Special Student Financial Aid for Non-Degree Occupational Programs
- College Curriculum Information Service

The following actions are proposed to improve the **coordination of youth education and employment programs:**

- Interagency Youth Education and Employment Task Force
- Regional Advisory Councils for Employment and Training Programs
- Fiscal Basis for Unified State/Federal Support for Youth Employment Initiatives

Increase the Number of Jobs

One of the causes of youth umemployment is the general shortage of jobs that affects the entire work force. The lack of jobs usually results either from a loss of existing jobs which are not replaced or from a lack of growth of existing firms in the community. To improve and increase the employment opportunities in a community, major attention must be given to economic expansion. Specific efforts must be undertaken to create jobs targeted for youth, especially those most in need and to involve the private sector in the process. Job creation efforts have been proposed in the following areas:

Programs to meet specific skill training needs of business

In order to attract and retain business and industry, the state must be able to quickly mount specific skilled workforce training programs. Yet, unlike the states which are most successfully attracting new business and industry, New York provides very limited funding for the purpose of developing training programs designed to specifically meet the immediate workforce needs of industries considering plant location in New York. State funds should be provided to develop, manage and operate occupational and pre-occupational programs to meet specific skilled manpower needs of business and industry as identified by the Department of Commerce. The Education Department would be responsible for administering the training system as provided for in guidelines developed by the Commissioners of Education, Commerce, Labor and Agriculture-Markets. The training programs would be part of packages to be offered to prospective investors seeking to develop enterprises at specific sites.

Youth enterprises

Experience with youth-operated projects has demonstrated that it is feasible to prepare youth for a role as entrepreneurs in the development of new business ventures and that participation has a positive effect upon youth, both in-and out-of-school. This initiative would test three strategies for establishing entrepreneurship training and management activities for youth: Alternative School Program: Within the framework of existing schools, an alternative school program will combine a program of basic and academic skills with skills development in entrepreneurship, small business management and specific work related skills. Regional New Venture Development Network: Within each metropolitan area of the State, a network of work/training sites will be developed. These sites will be coordinated by either a non-profit corporation or other local sponsoring body to provide support services to the work/training sites. The training program will include entepreneurship, small business management and specific vocational skills related to business ventures which the participant will start. Venture Capital Fund: Efforts will be made to secure capital and operating funds for the new ventures from normal public and private funding sources. It is likely, however, that certain ventures will find it difficult to secure these funds. In order to assist in establishment of the more risky ventures, a banker of last resort - will be established through a revolving venture capital fund.

Internship programs for youth

A statewide program would be established to augment existing funds for wage subsidies and to provide supportive services so that young people with severe employment handicaps could be placed in internship positions in private sector businesses. The internship program is designed to provide a cost-free four-week trial for youth to work with private sector employers. Youth would be provided with

preemployment, education, supportive and placement services. Employers would be given a full wage subsidy (at minimum wage) for a four-week internship. An additional wage subsidy could be provided for employers participating in existing incentive programs for on-the-job training. Additional employer services would involve instruction of interns as requested, standard contracts for internship positions to minimize "red tape", consultations on on-the-job training of interns, as requested. The internship program could be operated at the local level by county youth bureaus. Internship program staff could be hired and trained by the county youth bureau and these staff could be outstationed, to community based organizations or multi-service centers (host agencies). Eligibility requirements would be provided for youth participants as well as for host agencies and for identifying appropriate preemployment instruction programs to be offered at the local level.

Youth service corps

There are several unmet needs in our communities, exacerbated by present budgetary considerations, which could be partially met through a State youth service program, particularly in the area of social services. Along with conservation and preservation projects (areas also hard hit by budget cuts), there are critical needs in programs for the aged and handicapped, in tutoring and counseling, in hospitals, schools, day care centers, mental health facilities and waste-recovery projects. Besides providing urban, suburban and rural youth in general with common opportunities to learn from new experiences, to contribute to their community, and to providing a source of manpower in critically understaffed areas, specific objectives in the creation of a youth service corps should include: 1) to provide valuable experience to young people plagued by unemployment and other problems associated with disadvantaged environments; 2) to bring together youth from many different environments; 3) to ensure that, somewhere along the line, young people play a role in planning and administering the corps; and 4) to integrate service experience with education and work. Although some changes would have to be made to accommodate a youth service corp at that state level, models of programs such as Volunteers in Service to America (VISTA), National Center for Service Learning (NCSL), and University Year of Action (UYA) have been operating at the national level for some time and might be explored for possible applications to New York State. Different arrangements would be possible, but the involvement of industry and community based organizations should be sought. An overall advisory council to oversee the youth corps would be established, with representation from state and local agencies, industry, nonprofit groups and youth.

Expansion of cooperative education programs

Cooperative Education, a program to combine practical work experience with related academic and occupational education, has been an under-used technique of providing high quality education and employment experience for youth at both secondary and collegiate levels. Cooperating employers are provided with an opportunity to assist in the development of the work force in general and the possibility of extending employment on a full-time basis to program graduates with whom they are already familiar. Cooperative work experience opportunities for youth need to be increased. One way of accomplishing this is by providing incentives to employers to taking on the responsibility of cooperative education students and by promoting communication between employer, business and school. A new position of developer-coordinator should be created which would look at placement of cooperative students from the perspective of both the schools and the employer. Funding of the position would not be through the educational agency but through such agencies as

Metro offices, National Alliance of Business, Industry Education Councils, Chambers of Commerce (preference to area or regional chambers), regional advisory councils, and regional planning executive committees.

Futuring occupational education curriculum

Considerable changes are taking place in the business, social, and economic environment in which education programs operate. These changes such as increased technology, aging population, changing roles of men and women, inflation, increased interest in public accountability and rapidly growing service and information sectors of the economy place unique demands for changes in the occupational education skills which are developed. An extensive statewide review and modification of occupational and practical arts education programs is necessary in order to respond to the indicated problems. The review, which is already underway will focus on identifying future state human resource needs and the areas of employment which offer the greatest potential for both individual and state economic development. Education programs will be planned around the identified future needs. The review relies heavily on the advice of business and industry representatives to determine what should be taught in occupational education programs. Education leaders will use their expertise to determine how these skills can best be taught. The advice of both business, industry and education will be used to determine the best means for sharing resources and conducting joint education activities.

Employability Skills

Education and training programs are provided to teach youth the skills they need to perform on the job. Employability skills are comprised of basic skills such as reading, computation and communication; readiness skills to adapt to the requirement of the work place; and job skills or the skills necessary to perform specific job tasks. Employers, educators, social service deliverers and policymakers agree that youth's failure to master basic and job readiness skills are major shortcomings in job preparation. The proposed recommendations which follow are designed to address the employability needs of both in-school and out-of-school youths.

Increase funding for basic skill training for adult and out-of-school youth

New York State suffers badly in comparison to other states in its support of basic skills instruction for out-of-school youth and adults. Despite the fact that New York State has the largest out-of-school youth and adult population lacking a diploma or equivalent, the State spends $3.9 million, only 72 cents per person in need, compared to a national average of $6.55. State aid should be provided to reimburse local education agencies for instruction to out-of-school youth and adult in basic skills, English as a second language, high school completion and high school equivalency. Reimbursement should be allowed for day as well as evening programs. For school districts or BOCES which choose to allow adults (over 21) to attend regular high school classes, such attendances should also be aidable. In addition, the expenses of operating non-traditional programs such as televised education or other distance learning programs should also be reimbursable according to prearranged schedules.

Although there is state support for use of CETA funds for basic skills, the policy and fiscal structure of CETA provides for only minimal State involvement. Prime sponsors are responsible primiarily to Regional offices of the US Department of Labor.

The Governor's Office of Development Planning and the State Education and Labor Departments should investigate ways in which incentives might be given to prime sponsors to use basic grant funds to upgrade low functioning CETA candidates to a level at which they could profit by job training or hold jobs. In addition, recommendations on the reauthorization of CETA should provide for the funding of basic skills education when it is a prerequisite to benefit from occupational training programs. The new CETA legislation should also allow for evaluation of programs on a "value added" basis as well as on cost-per-successful placement.

Improvement in basic skills for in-school youth

Part of the problem of youth unemployment is that many youth lack basic skills in communication, computation and comprehension. Programs for in-school youth must be strengthened to meet the needs of youth in this area. During the past several years the Board of Regents and the State Education Department have taken significant steps to strengthen pupil performance at the elementary and secondary levels. The Regents will continue in this direction of setting standards for education and assuring the quality of the education system and its responsiveness to the needs of all students. One area that will continue to receive emphasis is early remediation in the basic skills, not only for students that have demonstrated the need for remediation by scoring below the statewide reference points on third and sixth grade tests, but also for students in earlier elementary grades. In addition, ways of providing remediation which do not take children out of the classroom or "stigmatize" them should be developed so that they are not set apart from the rest of the class. The Regents have also approved the inclusion of dropout rates among the criteria for reregistration of secondary schools in addition to percentage of students successfully completing Regents competency tests.
on certain students before they become part of the statistics on the percentage passing the Regents competency tests. Other aspects of the basic skills issue for in-school youth to be examined include tracking and curriculum requirements, and ways to motivate students to learn basic skills such as teaching basic skills through occupational education where the relevance of basic skills to career goals is evident.

Programs to reduce the number of dropouts

In 1980, a study showed that one out of five students is a dropout, and that the rate is higher for minority groups and for schools located in urban centers and rural areas. Since a series of tested programs that address the needs for the dropout student in wide variety of areas already exists in the field, and a process to encourage schools to adopt these programs is in place, the need to develop totally new programs is minimal. Therefore, school districts should focus their attention on identifying tested state and national programs which have successfully dealt with the dropout problem. Demonstration projects on dropouts could be funded and made available for adoption by school districts with similar needs throughout the state. A grant program for districts wishing to adopt successful demonstrator projects in the dropout area could be instituted. The grants offered for adoption would pay for simple start-up costs in the adopting district. The State should maintain the Regional Dissemination Network which operates through BOCES to assist in the demonstration, implementation, and evaluation of a wide variety of dropout programs. Furthermore, funds should be used to validate dropout programs that have gone through successful development and may serve as demonstration projects.

Career education for in-school youth

By the early secondary level, students should have acquired a sufficient foundation of knowledge and understanding about careers to enable them to particpate intelligently in decision-making about educational programs which will help them to achieve their tentative short and long range occupational goals. However, this is not universally the case at the present time. Although many excellent career education activities have been supported and developed, much needs to be done to extend the benefits of this sociologically necessary and educationally sound concept to all students. The Education Department is proposing the establishment of a State Coordinator of Career Education and the allocation of funds for local school districts to introduce career education into their local curricula with emphasis on curriculum development and staff inservice training to meet particular local needs. Funds would also be provided to local districts to replicate validated career education projects which have been developed by other agencies and which have relevance to their educational program. Local school districts would be encouraged to add career education instruction to existing courses of study, and "infusion" techniques, which avoids the need for new courses or for career education teachers. Courses of particular significance to the economic development of the State would be targeted, such as science, mathematics, business and international commerce. Career education has been and would continue to be guided by active State and local business-industry-education advisory groups.

Educational and career services for institutionalized youth

At the elementary and secondary level: Although a number of services of varying effectiveness are available to children in residential care and youth in prisons to prepare them for occupations or careers, most of these programs address education and career advising as separate processes, with little relationship to one another. One objective is to develop preliminary employability and support services, which include career education programs, high school equivalency programs and other services designed to help participants become employed. As a second stage objective, youth employment programs would include more advanced training and apprenticeships. To accomplish these goals the State (Department of Correctional Services, Division of Youth) and county agencies (jails) would be given access to BOCES programs. The BOCES would survey the needs of the facilities of these agencies and establish occupational training, career advisement, special education services and placement programs for released clients. The BOCES would train and assist agency staff to ensure cooperative planning and to integrate programming for pre-releases. Responsibility for the provision of educational services for youth in county jails or children in residential care should be assigned to the district in which the jail is located, and fiscal responsibilty to the school district in which these youth resided at the time of incarceration.

At the postsecondary level: A coordinated support system of state educational and correctional agencies, public and independent colleges, and community based agencies should be established to help inmates to participate in higher education and to make a successful transition from incarceration to productive employment in a career field. The State correctional system would increase their counseling staffs to assure that all inmates receive occupational and career counseling throughout their incarceration The Inmate College Advisory Program of the Board of Regents (ICAP), an innovative program offering educational and career counseling to college-level inmates using successful ex-offenders as advisors and role models, would be expanded. Public and independent colleges which provide opportunity programs for disadvantaged

students would receive funding to allow these institutions to provide better career-related counseling, to provide support services such as residences, and to fulfill the basic post-released financial needs of the inmates released to these programs. Community based agencies would coordinate the ICAP staff, colleges, the Education Information Centers located in public libraries, half-way houses, the state employment service, and welfare workers to achieve a coordinated client-centered effort of all of these agencies and provide needed support services for increased inmates.

Quality control of program offered by private agencies and organizations

Private agencies and organizations including community based organizations receive millions of dollars in funds for vocational training. Agencies and organizations receiving CETA Special Grant funds through the State Education Department are required to be licensed or registered under Education Law Sections 5001 and 5002. Agencies and organizations receiving funds directly from prime sponsors are not currently required to be licensed; neither must their programs or courses have to be approved by the Education Department. The extensive commitment of public funds and the need for quality control and protection of this public investment require State intervention. Private agencies and organizations, including community based non-profit organizations, which provide vocational training under CETA and related acts should be required to have their programs and courses approved by the State Education Department. Agencies and organizations would be responsible to submit course objectives, course descriptions, description of equipment and facilities to be used, and qualifications of teaching personnel as is done by established proprietary schools throughout the state.

Cultural education programs to meet the needs of unemployed youth

Libraries already provide career development information through their "Job Information Centers" and "Adult Independent Learning" programs. These programs should be expanded and closely related to activities of other career counseling programs. Community referral services, community bulletin boards, video, film, tape loan and viewing services are all current capabilities of the library system which could be blended into career education and information services. Cultural institutions do not necessarily have to be the direct providers but could be considered as neutral sites for the provision of such services. Closer coordination between cultural institutions, arts professionals and career training and counseling services needs to be encouraged. Further non-school related youth programs during vacation and recess periods can provide important exposure to arts centers. "New Directions", a program co-sponsored by Rochester's cultural institutions and the NYS Division for Youth, provides a series of performing arts experiences and behind-the-scenes tours of museums. Career education and exposure was a central theme of the program. Such programs effectively continue summer recreation programs with career and cultural education and could be blended into broad based summer vocational/educational training programs.

Support and Transition Services

Many youth obtain jobs with no help. But many youth experience difficulties in making the transition from school to employment. Experience has also shown that disadvantaged youth often require support services to overcome barriers to employment as well as to come in contact with educational services designed to increase

their employability. These youth are the hardest to place and once employed the least likely to remain employed. Most-in-need, out-of-school youth have only been able to benefit from support services when extensive outreach and community development have been undertaken. The purpose of the following initiatives is to assist unemployed youth, particularly those most in need, to gain access to a broad range of programs and support services.

Multi-service centers for youth

This initiative would establish a pilot network of 75 multi-service centers across the State for disadvantaged, unemployed youth (25 in New York City, each directly related to a TAP center; 50 upstate). Wherever possible, multi-service centers would be located in refurbished out-of-the-market school space, which is available due to decreasing school enrollment. Such centers would serve as an initial access point for most-in-need youth, providing information and individualized assistance -- including information about local employment opportunities and job outlook, education and training programs, and human services within a community. This would also include initial advisement, skills assessment, and placement where such services are not provided by other agencies in the community. Greater coordination and cooperation would be promoted among local service providers (e.g., LEAs, CBOs, BOCES, TAP agencies, PICs, EICs, CAP agencies, and a variety of human service providers), and between service providers and business industry. The multi-service center would serve as a convenient site for bringing in education, training, and support services from a variety of agencies to meet the immediate needs of disadvantaged, unemployed youth -- both in and out-of-school. Funds would be provided to refurbish space in schools or community sites for center activities, including the provision of services by community agencies. A full-time youth employment services coordinator would be hired to work with a broad range of local service providers engaged in youth employment activities, (e.g., Job Service, TAP Centers), to establish on-site services from a multiplicity of agencies, and to work with business and industry to develop job opportunities for disadvantaged youth. An on-site information base with an advisement and referral capacity would be established so that the center may serve as an initial access point for youth to explore education, training and employment options, and link up with human service providers in the community. Centers would be administered by sponsoring organizations such as local school districts, community based organizations, postsecondary institutions, and others who would be selected according to criteria jointly developed by the Departments of Education, Social Services, Commerce and Labor, and the Division for Youth.

Provision of funding for School to Employment Programs

The School to Employment Program (STEP) is of particular significance for all school districts that wish to establish an effective, time-tested, dropout prevention program which can also substantially reduce unemployment among school dropouts. The STEP program which has currently documented its effectiveness, is preventative in nature, for it enrolls pupils at age 15 while they are of compulsory school age. An educational program carefully suited to the needs of potential dropouts with daily job-related guidance and group discussion, combined with supervised work experience, can assist in reducing the dropout problem. The STEP program, funded initially by the legislature in 1962, was conceived by representatives of the Governor's Office, Division for Youth, and New York State Education Department. While the provision for the program remains, no funds have been allocated since 1971. During the last year of the program's operation in 28 school systems throughout New York State, 1,500 pupils participated in the program, 68 percent of whom completed the school year.

Less than 10 percent of the program dropouts during the school year left without assurance of a job. Of the pupils that completed a year in the STEP program, only 7 percent left school without assurance of a job. This initiative would restore an appropriation to Section 4606 of the Education Law that permits school districts to operate a School to Employment Program which would have as its objective the reduction in the number of dropouts and the reduction of unemployment among school droupouts.

Improved labor market information base

The State Occupational Information Coordinator Committee (SOICC) is charged with the responsibility for developing an Occupational Information System (OIS). One major component of the OIS is the Career Information Delivery Station (CIDS), a computerized occupational and career information system that is being tested in selected school through the BOCES computer centers. Eventually this system will be offered to schools, libraries, vocational rehabilitation offices and Employment Services offices throughout the state. The CIDS currently uses national and some local data files. The national data files include information on occupational descriptions, wages, trends, two and four-year colleges, graduate schools, financial aid, and armed services occupations. Much of this information is obtained by the vendor through voluntary surveys. There is a need to supplement this information with local data files relevant to New York State on occupational wages, trends and school programs. The SOICC has used some data files from both the Labor and Education Departments for the Career Information Delivery System. However, there are additional existing files that should be adapted for use in this system. State funding should be provided to SOICC to coordinate and implement the conversion of existing data files in the Education and Labor Departments for use in a comprehensive Occupational Information system. A comprehensive file of educational and training programs offered by secondary schools, BOCES, proprietary schools, two-year and four-year colleges and graduate schools would advertise the wealth of educational and training opportunities available in New York State and would encourage residents to make use of New York State educational facilities.

Coordination and improvement of career and education counseling and intake and assessment processes

In order to provide appropriate support services and training to meet the employability needs of disadvantaged youth, individual assessments must be made to determine the specific skills and services each young person needs to be able to enter the labor market successfully. These assessments or evaluation systems should be based on skills already attained. The assessment of basic competencies and occupational skills should be achieved through a comprehensivie testing and measurement system. There is at present a lack of adequate and efficient assessment systems to design appropriate program placements for unemployed youth. Monies should be provided to identify and fund intake/assessment/counseling centers in the BOCES and six large city school districts to be used cooperatively by the BOCES, local schools, Community based Organizations, Office of Vocational Rehabilitation, Social Services, Department of Labor and other appropriate institutions or agencies. Individuals referred to the centers would receive a complete assessment of their skills. Through this assessment process, counselors could place the individuals in appropriate programs to help them improve the skills they need to qualify for jobs, or counselors could determine appropriate job placements for the individual based on his/her skills. Also, assessment results would help schools and other agencies provide career and education counseling support services for specific target groups.

Expansion of summer vocational exploration program

Since 1980, the Department of Labor has provided an eight-week summer vocational exploration program for disadvantaged youth, ages 14-17. The purpose of the SAVE Program (Summer Adolescent Vocational Exploration) is to help students increase future job and career opportunities through an experienced-based program of career exploration, career counseling and classroom instruction. Through the summer program, students are able to concentrate completely for eight weeks on career exploration, and to improve their skills in an environment very different from that of the traditional classroom. Students also have the opportunity to be placed with persons or in businesses which reflect their career interests. The current SAVE program is targeted at CETA eligible inner city students. A summer vocational exploration program, based on the SAVE model, should be expanded to be available to students in all areas of New York State. Students in rural and suburban regions, handicapped, migrant, and institutionalized youth also should be eligible for such programs. Programs would be funded on the basis of the quality of the program and would be sponsored by the most appropriate agencies within that community, including local school districts, CBO's, BOCES, PIC's and other private sector organizations. A critical element of the summer vocational exploration program is the involvement of local business and industry in the program. The Department would work with the Department of Commerce to help local programs establish strong contacts and especially encourage the private sector to participate in the summer programs.

Improved health services for in-school youth

Many children do not receive adequate preventive health services. Yet adequate health services can identify and react to remediable health problems before they result in barriers to achievement or block learning progress. Currently in New York City, Buffalo and Rochester the provision of school health services has been delegated to the city or county health departments. This delegation of responsibility has resulted in many school children not receiving the necessary health services and thus barriers of learning have been created for those children. Language in section 901 of the Education Law has been construed to exclude the cities of New York, Buffalo and Rochester from some of the provisions of Article 19 of the Education Law dealing with health and welfare services, and in particular, from the provisions of Section 912. Education Law section 901 should be amended by deleting the exemption of those city school districts from the medical inspection requirements of Education Law Article 19 so that those health and welfare services are provided to all children who attend public and non-public schools. Additional funds should be allocated to expand the School Health Demonstration Project so that successful approaches to preventive health services and health services linkages with the health care providers can be developed.

Coordination and expansion of child care services

Quality day care services which include an appropriate educational component can have a significant effect on both children and parents. Parent involvement can help develop valuable skills in parenting, home management, nutrition, health protection and consumer discrimination. Early education can conserve and enhance human potential, and reduce the cost to society of later special services focused on remediation or rehabilitation. There is a need to assign State level responsibility for developing and maintaining coordinated efforts to: identify all resources of the community which might be applicable to provision of day care services, for example use of schools as locations for day care services; encourage all individuals, agencies,

organizations and civic leaders to place a high priority on day care services of good quality; and investigate ways that various funding sources could be distributed in an integrated, rather than a competitive effort, for servicing children, families and community. A statewide task force, with decision-making authority should be appointed to coordinate the resources and efforts of State agencies responsible for health, education, social services with regard to day care services. Day care needs could be more accurately assessed on a continuing basis and the skills of agency staff focused toward effective planning and creative delivery of service.

Referral of welfare recipients to vocational rehabilitation services

The total number of referrals of welfare recipients is low relative to the number of employable adults on welfare. This suggests the possibility that additional individuals may be eligible for Office of Vocational Rehabilitation (OVR) services. Additional information concerning OVR eligibility standards, referral processes and available services provided to local social service agencies may result in increased referrals of welfare recipients to the OVR. A realizable goal is to increase the number of disabled welfare recipients who, through the assistance of OVR, become employed and are no longer public assistance recipients. It is recommended that the Department of Social Services, with cooperation and assistance from OVR prepare a bulletin describing OVR eligibility standards, referral processes and availability of services. The bulletin would be distributed to all local social service offices. Subsequent to issuance of the bulletin, the Office of Vocational Rehabilitation should maintain appropriate data to determine the effects of increased information on service delivery and improved outcomes.

Special student financial aid for non-degree occupational programs

In general, students seeking short-term training or retraining of less than six months and those interested in training or retraining on a part-time basis do not have access to federal or State student financial aid. In many cases, manpower shortages in the State -- expecially shortages in high technology areas -- can be reduced by stimulating, training, and retraining of workers, often on a short-term basis (two to nine months). Financial aid should be provided to students seeking to pursue vocational training in non-degree programs in fields which have manpower shortages in the State. Students would receive grants of up to $1,000 per year based on total costs of the training program and on their financial need. Grants would be limited to students who do not have, or who have exhausted, other sources of student financial aid (TAP, Pell, GSL). Providing financial aid to students in this way would have the following benefits: existing educational institutions and business and industry will respond to students with financial aid by expanding educational offerings in fields in which manpower shortages exist; industries in which there are manpower shortages would benefit by having a larger pool of qualified workers; and groups which traditionally have financial and training needs, including welfare recipients, working poor, youth and minorities, would have access to financial assistance and training to upgrade skills in manpower areas where jobs are available.

College curriculum information services

Lack of information about training and education program, and inadequate communications and reasoning skills are two barriers that prevent students from locating appropriate training opportunities and from benefiting from them once located. The State Education Department Office of Higher and Professional Education should, through intensive information-gathering and communication, market the avail-

ability and uses of the Inventory of Registered Programs and the College Curriculum Information System. This system should also be expanded to include all postsecondary programs approved by the Education Department, as well as education programs approved by other State agencies. Staff should be trained in the operation of the system and should mount a regular schedule of meetings with student guidance, program planning, and public assistance personnel throughout the State. Those staff, as do various collegiate admissions personnel, should attend the annually scheduled career and college meetings throughout the State; "on-line" displays of the system and its uses should be presented. An intensive media campaign should be mounted to introduce the public to the availability of the system. More important is the potential for participation by the Education Information Center network throughout the State. A separate center sponsored by the Education Department in Albany should be established to house the system and to be available to constituent groups, professionals, and the public on a daily basis. In essence, New York State should move this new system into the status of a "model" which could have national significance.

Coordination of Youth Programs

Recommendations proposed to improve the problems of youth unemployment have been described in terms of the three major areas of job creation, employability skills and support and transaction services. However, there are efforts that should be undertaken to improve the coordination of the system for meeting the needs of youth for education, employment and training programs. The following initiatives have been proposed to improve the coordination of the system.

Interagency youth education and employment task force

An interagency youth education and employment task force would be established in the Governor's Office with participation by the Departments of Education, Social Services, Labor, Commerce, and Corrections, and the Division for Youth. The current delivery system for youth employment and training programs is fragmented and inefficient: governance, recruitment, evaluation and referral, program offerings and placement services. As a result, resources are wasted and the delivery system fails to meet the needs of many special groups of youth. The proposed Task Force would be charged with 1) evaluating and making recommendations concerning existing youth programs, 2) implementing recommendations which will not require legislative authorization and 3) coordinating inter-agency efforts in order to maximize scarce fiscal resources.

Regional advisory councils for employment and training programs

Although many resources may be available for individuals seeking help in finding employment, the fragmented delivery system makes it difficult for them to avail themselves of those resources. Part of this fragmented delivery system is the large number of advisory groups providing direction for the operation of education, employment and training programs. There are at last count sixteen different councils which relate either to economic development or education and training programs. A Regional Advisory Council for employment and training programs should be created which would take the place of the various narrow-focused councils that currently exist. At the local level, regional advisory councils should be established that combine the functions of such councils as the CETA planning and youth council, the private industry council, the business, labor, industry education council, the local advisory

council for vocational education, etc. The Regional Advisory Council would provide a structure for the exchange and use of information on employment and training programs locally. The councils would include representatives of business, labor, the employment and training and education communities, local governments, local development agencies, and community groups. The councils would identify priority training needs and eligible population groups to be served, evaluate the effectiveness of local programs, identify opportunities for cooperative ventures, and make recommendations on future system needs.

Fiscal basis for unified state/federal support of youth employment initiatives

A coordinated program for national education, employment and training is proposed. The purposes are, first, to guarantee to all potential workers the placement, vocational education, counseling and training services necessary to secure full-time employment; and second, to provide employers access to trained and educated employees, including the resources and institutions to train or enhance employee skills as necessary. The proposed system would set up a job development administration that would assume the functions of CETA, the Employment Services, and the financing of the Vocational Education system. The new agency would be jointly administered by the federal and state governments but would retain the elements of the local ES and CETA delivery mechanisms. The program would be funded by employer and employee contributions into an employment and training trust fund (analogous to the unemployment insurance system) and would guarantee access to employment and training programs to a broader section of the workforce through vouchers. The main features of the proposed system are: Financing. Employment, placement and training programs would be financed by a payroll tax on a first increment of earnings, paid by both employers and employees. The tax would be offset as a credit against federal and state taxes. Distribution of Funds. The annual revenues from this tax would be shared among federal and state governments to finance employment and training programs administered by local offices. Federal funds would be distributed to local offices to finance programs to assist the economically disadvantaged (those who are now CETA eligible). State funds would be distributed to local offices to pay for vocational education, employment service functions and other training activities. Service Delivery. The system would serve all the unemployed and underemployed as well as low-income workers wishing to upgrade their skills and private employers needing to retrain their workforce.

FOOTNOTES

1. Information gathered from U.S. Bureay of Labor Statistics (CPS), NYS Department of Labor, NYS Department of Commerce, NYS Department of Mental Health, NYS Division of Youth, U.S. Department of Defense Manpower Data Center. The statistics describing the magnitude of the youth unemployment problem comes from data in the Current Population Survey 1979 Annual Averages publication complied by the U.S. Bureau of Census for the U.S. Bureau of Labor Statistics. The data are routinely published by SMSA. The NYS Department of Labor uses the SMSA data to extrapolate employment/unemployment esitmates for the entire state. Because of the estimation techniques used, the numbers can be subject to significant error.

2. B.E. Becker, S.M. Hills, "Teenage Unemployment: Evidence of Long Run Effects on Wages." Journal of Human Resources. Summer 1980.; Eli Ginzberg, "Youth Unemployment," Scientific American, 242 (May 1980): 47.

3. Ralph E. Tyler, ed., From Youth to Constructive, Adult Life: The Role of the Public School (Berkeley, McCuthchan Publishing Corp., 1978) p. 112.

4. Bernard E. Anderson and Isabel V. Sawhill, ed., Youth Employment and Public Policy (Englewood Cliffs: Prentice Hall, 1980)

5. Seymour Lusterman, "Education For Work", The Conference Board Record. Vol. 13, May 1976, p.p. 39-44.

Regents Youth Education and Employment Conferences

November - December 1981

Discussion Questions

Subtopic A: Job Creation

One of the causes of youth employment is the general shortage of jobs that affects the entire work force. However, even in a healthy economy there probably will be a shortage of jobs for youth. Therefore, special measures will be needed to promote youth participation in the economy.

1. What are the greatest obstacles involved in increasing the number of jobs for youth? Please consider economic, legal, regulatory and public policy aspects.

2. Would you distinguish between younger youth (e.g. 16-19) and older youth (e.g. 20-24) in fashioning alternative programs? Are there alternatives to full-time employment for youth 16-19 who comprise the bulk of the youth unemployment problem?

3. Are the proposed job creation initiatives appropriate means for promoting youth participation in the economy? If not, why not? If yes, what modifications would you suggest? What additional initiatives would promote youth's access to jobs? Are there any differences between short-term and long-term solutions?

4. Please rank the proposed job creation initiatives and your own recommendations on a scale of high, medium and low expected yield.

5. Do you believe that present efforts to meet the needs of youth for education, employment and training programs are fragmented and insufficient? What additional initiatives might be undertaken to develop a coordinated delivery system? Will the proposed initiatives regarding the coordination of youth programs help address this problem?

Subtopic B: Employability Needs of Youth

Employability skills are comprised of basic skills such as reading, computation and communication; readiness skills to adapt to the requirements of the work place; and job skills or the technical skills necessary to perform specific job tasks.

1. What are some of the major obstacles involved in addressing the employability needs of youth? Are there differences between in-school and out-of-school youth? If so, how should these differences be approached?

2. Do the proposed initiatives adequately address the basic skill development needs of youth? If not, why not? If yes, what modifications would you suggest? What additional means could be used to improve youth's basic skills?

3. Most students do not possess sufficient knowledge of the world of work and career options. Do the proposed recommendations address this problem for in-school and out-of-school youth? What additional initiatives would promote youth's ability to obtain and keep a job?

4. How do you view the role of schools in promoting youth employability? Is there a need for more preventive programming to reduce the number of high school drop-outs? What strategies would help schools better relate to the needs of potential drop-outs?

5. Please rank the proposed employability initiatives and your own recommendations on a scale of high, medium and low expected yield.

6. Do you believe that present efforts to meet the needs of youth for education, employment and training programs are fragmented and inefficient? Do the proposed initiatives regarding the coordination of youth programs help address the problem? What other initiatives may be undertaken to develop a coordinated delivery system?

Subtopic C: Support and Transition Services

Support services are needed to help youth overcome barriers to employment and to help them come in contact with educational services designed to increase their employability.

1. Would you distinguish between disadvantaged youth and "regular youth" in providing these services? Between inner-city and rural? What program implications would these distinctions have?

2. What are some of the perceived barriers involved in providing in-school and out-of-school youth with support services? Do the proposed initiatives help tear down these barriers? What additional initiatives are needed to help youth benefit from support services?

3. Please rank the proposed employability initiatives and your own recommendations on a scale of high, medium and low expected yield.

4. Do you believe that present efforts to meet the needs of youth for education, employment and training programs are fragmented and inefficient? Will the proposed initiatives help address the problem of our fragmented delivery system? If not, why not? What additional recommendations would help in the development of a comprehensive and well coordinated service delivery system?